

A STUDY OF THE MANAGEMENT
OF THE ADMINISTRATIVE SERVICE
IN THE HONG KONG GOVERNMENT

by

SIU YU BUN ALAN

蕭如彬

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(Dr. A. Mailer)
Advisor

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ABSTRACT

During the Sino-British negotiation on the future of Hong Kong, the Chinese and British governments and the people of Hong Kong had clearly recognized the importance of the civil service in the maintaining of prosperity and stability of Hong Kong. The Administrative Service has long been recognized as the keystone of the civil service and its development therefore plays a significant part in the future of Hong Kong.

Though the Administrative Service has long enjoyed an elite and leading status in the Government and in the community, the various changes that Hong Kong has faced or would face have created pressure which call for a review of the management of the Service. The problems faced by the Service have to be critically assessed and strategies have to be designed to improve and further develop the Service.

This study looks at these matters with the aim to provide input for the future development of the Administrative Service.

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SIU YU BUN, ALAN

Chapter I

INTRODUCTION

The Administrative Service of the Hong Kong Government has been described as 'a keystone in the Government Structure'. (1) Most of the senior posts in the Government are filled from the Administrative cadre. The strategic importance and centrality of Administrative Officers in the Government decision-making process is openly acknowledged.

Administrative Officers are located principally in the Government Secretariat ie the central policy-making and coordinating body in the Hong Kong civil service, and in senior administrative and policy-making positions in Government departments. They are mainly deployed on duties concerning the coordination and formulation of Government policies and programmes, overseeing their implementation and controlling the use of resources involved. (2) They, however, constitute only a tiny fraction of the civil service. Table 1 shows the number of Administrative Officers and civil servants in Hong Kong from 1981 to 1989. Despite the continual growth of the civil service, the establishment of Administrative Officers has consistently been kept at around 0.2% of the total number of civil servants and policy-making in the Government is the almost exclusive prerogative of such a small group.

The Administrative Officers are also often referred as "generalists" because they have no departmental identity as such and

are expected in the course of their career to move from one area of the Government to another, thereby subjecting to new challenges and stimulation in various field of work. (3) The basic qualities required for Administrative Officers are often referred by the former Chief Secretary, Sir Jack Cater, as the six I's -

- (a) Intelligence;
- (b) Integrity;
- (c) Initiative;
- (d) Interest;
- (e) Involvement;
- (f) Imagination. (4)

In fact, the specific requirements are : a critical and analytical mind, a sound education, common sense, a determination to get results, an ability to command and lead others, a tolerance of the opinions of others when fundamental principles are not involved, a sense of proportion, a broad outlook, and versatility and adaptability, and capable of working in a wide variety of job environments against the background of a vibrant community with rapidly increasing social aspirations and changing priorities. (5)

The purpose of this project is to study the various characteristics of the management of the Administrative Service within the Government, to consider the sort of problems the Service is confronted with in its development, especially with the run-up to 1997, with a view to identifying the changing role of the Administrative Officers in the future of Hong Kong and making recommendations to enable the Service to map out the path for its way forward. The study will also provide reference information to other organizations outside the Government as regards the development of their elite officers.

Notes

- (1) A Career in the Administrative Service of the Hong Kong Government. Hong Kong, Civil Service Branch, Government Secretariat, 1989.
- (2) I Scott and J P Burns. The Hong Kong Civil Service Personnel Policies and Practices. First Edition. Oxford University Press 1984.
- (3) *ibid*
- (4) M Mushkat. The Making of the Hong Kong Administrative Class. Hong Kong, Centre of Asian Studies, University of Hong Kong 1982.
- (5) A Career in the Administrative Service of the Hong Kong Government. Hong Kong, Civil Service Branch, Government Secretariat, 1989.

CHAPTER II

METHODOLOGY

This project will first study the existing features of the Administrative Service so as to provide a proper framework for subsequent discussion about the future development of the Service. These include -

(a) The Recruitment and Selection Process

The recruitment and selection process for new Administrative Officers is a long, complicated, vigorous and difficult process as a deliberate attempt to maintain the quality and retain the esprit de corps within the Service. (1) This is important as Administrative Officers are entrusted with important and sensitive jobs and able officers will have excellent prospects for promotion and may well achieve appointment to very senior level within the Government in their early career.

(b) Training

The Administrative Officers recruited are considered highly promising in terms of their potential ability to contribute to the more sophisticated work of the civil service. They are also regarded as business

managers, making strategic decisions. However, most of the new recruits, many of them fresh graduates from universities with no or limited working experience, have only a limited knowledge of the structural and operational features of the Government. Some also have only a limited knowledge of Hong Kong or the outside world. The Government therefore has to design a comprehensive training programme which is commensurate with the job challenges faced by the Administrative Officers.

(c) Generalists and Specialists

Administrative Officers are considered as "generalists" and are subject to posting from one area of Government to another. This allows the Administrative Officers to develop versatility and broad experience. However, they are also considered as the "specialists" in public administration and often reign over the professionals e.g. engineers, doctors in the Government.

(d) Structure and Career Pattern

The structure and establishment of the Administrative Service will be studied and its career pattern will be examined to reveal the path of the Administrative Officers in climbing up the ladder to the upper echelon of the Government.

After study the existing features of the Administrative Service, the problems faced by the Service will be discussed. The Administrative Service has long enjoyed an elite status within the Government and faced few problems. However, as 1997 draws nearer, many problems over the management of the Service arise during this crucial transition period in the history of Hong Kong. Major problems include -

(a) Uncertainty about the future

With the transfer of sovereignty of Hong Kong back to China in 1997, the Administrative Officers, just as the general public in the community, have uncertainty about the future of Hong Kong and the operation of the "one country, two systems" concept and they are concerned about their future career of working for the Hong Kong Special Administrative Region (HKSAR) Government under the sovereignty of the People's Republic of China (PRC).

(b) Brian Drain/Wastage

With the increasing prosperity of the Hong Kong economy, there is more intense competition between the Government and the private sector for able personnels. This competition is further intensified when both sectors are affected by the brain drain problem. Given the various limitations imposed on civil servants by

Government regulations and the lack of flexibility of Government remuneration package to respond to market development, the Administrative Service could be confronted with problems in both recruiting and retaining its officers.

(c) Development of the Representative Government

With the development of a more open and representative government, the political role of the Administrative Officers in shaping Government policies has gradually diminished. This greatly changes the role of the Administrative Officers and affects their power and hence their morale. The development of representative government in Hong Kong, with greater public participation in the Government decision making process, could not be impeded and there is no doubt that the Administrative Officers will have to survive this change but the adaptation process has been and will be a painful one.

(d) Increasing contact with China

The increasing contact with China in the run-up to 1997 and beyond has exposed the deficiency of the Administrative Officers in their expertise in dealing with the Chinese Government.

After studying the features of the Administrative Service and the problems currently faced by it, the project will attempt to offer recommendations for the further development of the Service and to enable the Service to stride ahead in the midst of political uncertainty. These recommendations will deal with the management of the Service, the condition of service, the provision of training and the need to equip the Service to face up the challenge for Hong Kong to remain as a prosperous international financial centre in the run-up to 1997 and beyond.

In the study, reference will also be drawn where appropriate from the relevant provisions of the Sino-British Joint Declaration on the future of Hong Kong and the Basic Law ie the mini-constitution of Hong Kong after 1997 recently adopted by the National People's Congress of the PRC.

As tools for analysis, various organisation and management concepts will be employed in the project to provide the necessary theoretical framework for the examination of the features and future development of the Administrative Service. The culture of the Hong Kong Government, as the organisation which breeds the Administrative Service, will be studied. The abilities and role of the Administrative Officers will be examined in terms of the power conflicts and politics they commonly involve in vis-a-vis their professional counterparts in the Government and members of the public taking part in the process of public administration. Their career planning and development process will be

studied to reveal their career pattern. The future role of the Administrative Officers will be examined in the context of the changing culture of the Government resulting from the transfer of sovereignty in 1997 and the development of the representative government. The Administrative Officers have to continue to remain as the keystone in the future Government structure and how they could be equipped and motivated to face the future challenge will also be studied.

The primary data collection of this project comprises mainly the results of a questionnaire survey conducted to gauge the opinion of the Administrative Officers on the existing Service and its future development. The Service has currently an establishment of 450 strong and a proportional sample of 45 has been drawn, representing 10% of the total population. The questionnaire is shown at Appendix I. The rate of response is over 90%.

The secondary data for the project has mainly originated from-

- (a) literature;
- (b) published documents of the Government;
- (c) unclassified internal documents of the Government;

(d) press reports and editorials; and

(e) magazines

There is of course, resource limit in terms of time and cost to carry out the study. Moreover, there is only limited secondary data regarding the Administrative Service and most Government documents concerning the Service are classified as restricted or confidential materials and could not be utilised for this study.

The results of this project has provided -

- (a) information regarding the characteristic features of the Administrative Service in the Government;
- (b) the sort of problems currently confronted by the Service.
- (c) recommendations for the Service to stride ahead with the future of Hong Kong.

Notes

- (1) I Scott and J P Burns. The Hong Kong Civil Service Personnel Policies and Practices.

First Edition. Oxford University Press 1984

CHAPTER III

FEATURES OF THE ADMINISTRATIVE SERVICE

In this chapter, the various existing features of the Administrative Service will be studied so as to provide a proper framework for subsequent discussion about the development of the Service. The culture of the Hong Kong Government is first studied and the following features of the Service would then be considered -

- (a) The recruitment and selection process;
- (b) Training;
- (c) Generalists and specialists;
- (d) Structure and career pattern.

Culture of the Hong Kong Government

The Hong Kong Government is founded on the classical Weberian model. Its structure is hierarchical; functions are rationally specialized; authority is centralized; and tasks are performed according to impersonal rules and procedures to ensure consistency and impartiality. (1) The Government acts in the interest of the people and the legal exercise of bureaucratic authority is the basic criterion for administrative responsibility. Its bureaucracy is founded on stability and there is strong belief in the virtues of incrementalism. Its major administrative values lie in -

- (a) efficiency which entails the most economical use of resources to maximize results. It is the overriding importance for Government administration and there is the general belief that the Government should try to obtain the best value for its money;
- (b) neutrality which requires civil servants to put aside their political allegiance and moral views in the execution of their duties, lest their prejudices might deflect them from their publicly assigned responsibilities;
- (c) hierarchical loyalty which entails that civil servants should comply with Government rules and regulations and should follow instructions from superiors. They are not encouraged to exercise reflective choice in their work and this is largely attributable to conventional Chinese attitudes of respect for authority and avoidance of conflict.

The Government is an executive-centered system in which the administration dominates the entire political process. Consultation is a common device used by the Government to assess public opinion and the Government rule by consensus. Officials are appointed on the basis of their knowledge, skills and abilities. The Government

is also a generalist-dominated system and the basic philosophy is that critical, large-scale Government policies are taken by generalists rather than by professionals.

The recruitment and selection process

Given the importance of the role of Administrative Officers in the Government, the recruitment and selection process for new Administrative Officers is a long, complicated, vigorous and difficult process which is a deliberate attempt to maintain the quality and retain the esprit de corps within the Service. (2) The process also starts off the first stage of the organizational socialization, which represents the systematic process by which the Government identifies and brings new Administrative Officers into its culture. (3) Table I shows the number of Administrative Officers as compared with the total number of civil servants in Hong Kong since 1981. The number of Administrative Officers has been constantly maintained at about 0.2% of the total civil service workforce. This represents a concern with quality which rapid expansion might easily erode. The sort of qualities pertinent to an Administrative Officer has been discussed in Chapter I.

The Government invites application for the Administrative Officer post by advertising. A typical advertisement is shown in Appendix II which sets out the job content of an Administrative Officer, the qualifications required, competitive pay, attractive training opportunities including the overseas study in Oxford, good promotion

prospect and the method of application. A flowchart illustrating the entire recruitment and selection process is shown at Appendix III.

The applications received are first screened and if there is a prima facie case for consideration, the applicant will be invited to attend a written examination, which aims to test a range of skills considered relevant to the administrative post including the ability to comprehend, analyse, synthesize and respond with common sense to various tasks, and language ability.

Applicants who are successful in the written examination are invited to attend a preliminary interview, which is conducted by members of an Administrative Officer recruiting board, all of whom are experienced Administrative Officers at Directorate level or above. The preliminary interview tends to be rather long and members of the recruitment board usually endeavour to determine through wide-ranging questions whether the candidate has the basic qualities expected of an Administrative Officer.

If the candidate demonstrates that he/she has such potential qualities, he/she would be invited to attend a final interview which comprises two separate parts ie a group discussion on a specific task among five candidates with each alternating as leaders and an individual interview which serves to clear whatever doubts the recruitment board may have concerning the candidate. Those who manage to pass this final hurdle and who pose neither medical nor security problems will be offered appointment. The entire process may take almost a year.

In short, the selection process is based upon what is referred to in the professional literature as the "successive hurdle approach".

(4) This approach aims at identifying those individuals with the greatest chances of success ('selecting in' rather than 'screening out'). It also presupposes that selection should not be based on one 'hurdle' but on several predictors of success considered together (a deficiency in one selection criterion can thus be compensated for by the competence in others). This approach rests on the premise that it is easier to determine which applicant will not succeed than which one will, and the various procedures employed ie the hurdles, are designed to remove from further consideration those individuals without apparent potential for success. (5) This elimination process is continued through the various hurdles until the most suitable are left behind.

As shown in Table II, the total number of applicants for the Administrative Officer posts ranged from over 2,000 to over 3,000 from 1985 to 1989. Those who could pass the written examination represented only 30-40% of the total number of applicants. Only about 8-12% of the total number of applicants could pass the preliminary interview and those who were recommended for appointment represented only about one or less than one percent of the 2,000 - 3,000 applicants. The entire recruitment and selection process emphasizes on competitive entry and the whole set of procedures is geared to the selection of the few from the many through formal testing and interviews. Most of the Administrative Officers surveyed considered that the exercise was more difficult than others in the public or private sector. It has

satisfactorily achieve the purpose of recruiting candidates of suitable calibre to the Service but some also opined that the exercise lacked objectivity and sometimes the candidates did not have adequate performance opportunity to reveal their full ability. The system has, however, evolved over years and while certainly not foolproof, is believed in Government circles to be reasonably effective. It could serve as a good example for private organizations to design selection method for choosing their elite staff.

This sort of recruitment and selection process had always been conducted in both Hong Kong and the United Kingdom but since 1984, with the signing of the Sino-British Joint Declaration, all newly recruited Administrative Officers must be conversant in both English and Chinese and this has de facto ruled out expatriate candidates. This helps to speed up the localisation of the Service before 1997.

In 1988/89, the recruitment and selection process has been extended for the first time to North America including Canada to widen the scope of potential candidates and to extend the opportunity to Chinese graduates in the USA and Canada. By casting the net wider, the Administrative Service will be able to recruit candidates with a greater variety of backgrounds and outlooks. This fits in well with Hong Kong's cosmopolitan character. The process was successful and four candidates had been offered appointment in 1989. Similar process will continue in the future.

Training

Most of the new recruits to the Administrative Service have only a limited knowledge of the structural and operational features of the Hong Kong Government. Some also have only a limited knowledge of Hong Kong or the outside world. The Government's answer to such deficiencies in knowledge lies in training. The Civil Service Branch of the Government Secretariat, which acts as the grade manager of the Administrative Service, also holds the philosophy that proper training at the appropriate time can play an important role in the development of members of the Service to enable them to take on new and changing responsibilities. The training provided also represents a significant part in the organizational socialization process which helps the Administrative Officers to adapt to the culture of the Government. A flow-chart showing the sort of training provided to Administrative Officers is shown at Appendix IV.

The first steps in the training process are induction courses offered to new recruits. The course contents are set out in Appendix V -

(a) Induction 1

The course aims to provide the new recruits with some basic knowledge of the Government and its operation to help the officer to settle down in his/her first post. It is not the intention to take the place of

the on-the-job training which is likely to provide the only effective method for the new recruit to get to grips with working in the civil service.

(b) Induction 2

This involves visits to a number of Government departments, particularly those with which the new recruit is unlikely to have had much contact eg. the professional departments. The intention is to provide a feel for the 'wider Government' and experience of the variety of Government operations.

(c) Induction 3

This comprises visits to a variety of private sector and quasi-government organizations such as banks, trading companies, public utilities and the Trade Development Council. The course will attempt to give an idea of the operation of the private sector with emphasis on the role of the Government in regulating the economy. At the end of the course, officers are required to make a presentation in groups on a topic of relevance to the visits undertaken.

After the induction courses, Administrative Officers will have the opportunity of being offered various exposure training courses -

(a) Oxford Course

The Oxford Course is intended to provide exposure training to local officers who have not previously spent a significant period of their lives overseas. Its basic purpose is to assist in the development of the wide interests and broad sympathies which make a successful Administrative Officer, through meeting people and being exposed to different points of view and cultural values. Its specific academic objectives are -

- (i) to examine in an appropriate and general way a number of subjects which will help the officer to understand the broad context, both in Hong Kong and beyond, in his work as a civil servant;
- (ii) to provide opportunities to study in some depth and under tutorial supervision, one or more subjects of general relevance which are also of personal interest to the individual officer;

- (iii) to take full advantage of the many opportunities for intellectual and personal development provided by the academic facilities of the Oxford University and through the lectures and seminars conducted by the University academics and distinguished visitors.

Before going to Oxford, officers will also spend two weeks in London studying the British Government system, central and local British Government institutions through a course at the Royal Institute of Public Administration (RIPA).

Besides basing in Oxford, the climax of the Oxford Course is a 2-week European Study Tour. This includes visits to various institutions in the European Economic Community in Brussels and Luxembourg, United Nations institutions in Geneva, and French and Swiss political and administrative systems in Paris and Berne. The latest programme of the European Study Tour is shown at Appendix VI.

The Oxford Course has been held for over fifteen years and has proved to be of great value to the development of the Administrative Officers. Most Administrative Officers who had attended the course

considered it useful to their subsequent work. The Civil Service Branch is of the view that the course should continue and there is no reason to set aside the Course in favour of other training options for junior officers.

(b) Berkley Course

A small number of confirmed Administrative Officers (who have passed the probation period) or Senior Administrative Officers will be considered for attending a one-year course in administrative development at Berkley. The course requires officers to study both core subjects and options of interest to themselves and aims to widen the officers' perspective by exposure to a different culture and different ways of thinking.

Junior Administrative Officers with about two years of service will have the opportunity to attend a local management training course offered by the Senior Staff Training Centre. A typical programme of the course, with emphasis on management and organization theories and behaviour, is shown at Appendix VII.

A repertoire of overseas management development courses have also been established for Directorate level Administrative Officers. The purpose of the training is to increase the officers' understanding and mastery of current management theories and practices in either general management or a more specialised area such as personnel or finance. The officer will also benefit from the exposure to the overseas environment and in particular to the interaction with managers from other organizations, mostly of the private sector, who will be attending the same course. These overseas management development courses include -

1-year Courses

- (a) Harvard Mason Master of Public Administration;
- (b) Stanford Sloan Master of Management Science;
- (c) London School of Business Sloan Programme.

Short Courses

- (a) Harvard Program for Management Development;
- (b) Harvard Advanced Management Program;
- (c) Henley General Management Course;
- (d) Carnegie Mellon Executive Development Program;
- (e) Stanford Executive Program.

Apart from all the above training opportunities provided, the Civil Service Branch is also prepared to sponsor officers to undertake part-time courses in management studies or public administration at local tertiary institutions eg. University of Hong Kong, Chinese University of Hong Kong, City Polytechnic or by correspondence from the Henley Management College. Other short management courses are also available on a regular basis at the Civil Service Training Centre or the Senior Staff Training Centre of the Government.

Recently, Administrative Officers have also been seconded to the private sector for training purpose. The objective of the secondment is to give officers some experience of working outside the public sector and to expose them to the interface between the Government and the private sector. A number of officers at Senior Administrative Officer or Directorate level have spent periods of secondment of about six months in a number of private sector organizations such as Sun Hung Kai, Schroders, Cathay Pacific and the Hong Kong Bank. (6)

As a whole, there is mixed reaction from the Administrative Officers surveyed as regards the adequacy of the training provided by the Government. Those who are not satisfied consider that more training

on management, information technology and about China should be provided. Moreover, the training of language ability, especially Mandarin, should be enhanced as well. There is also complaint as regards the lack of training for strategic planning which would be vital to deal with the increasing social and political complexity in the transition period to 1997 and beyond. However, notwithstanding the above, the commitment of the Government in providing training to Administrative Officers, the amount of resources utilised and the wide range of training opportunities provided would certainly set examples for private organizations in training their elite officers.

Generalists and specialists

Administrative Officers are considered as "generalists" or broadly competent civil servants. They have no departmental identity and are subject to posting from one area of the Government to another in the course of their career. Those selected for the Administrative Officer post should have the qualities of good "all-rounders" and they are not expected to have any specialised knowledge. As the former Chief Secretary of the Government, Sir Philip Haddon-Cave said on his retirement, "I know nothing about anything, really." (7). However, the Administrative Officers are expected to possess the ability, as Sir Philip had demonstrated himself ie. to find out anything they need to know and to make intelligent policy decision on specific matters. The postings of the Administrative Officers also bear no relation with their academic specialisation or any professional qualification that one may possess. This allows the Administrative Officers to develop versatility and broad experience.

The Government is a generalist-dominated system. The important role played by the Administrative Officers in the Government and their excellent prospects for early promotion to senior position reflect the basic philosophy and culture of the Government that critical questions of policy should lie firmly in the hands of enlightened and intelligent generalists rather than professionals who may specialise only in their own areas but have limited knowledge about all other matters. The specialists may advise but they may not determine. This is evidenced by the important positions, especially at Secretary and Department Head level, held by the Administrative Officers in the Government hierarchy, vis-a-vis other professional grade officers in the Government. Appendix VIII - XI show the organisational charts of two typical Government Secretariat Branches and two departments, namely, the Planning, Environment and Lands Branch (PELB) and the Planning Department (PD) under its policy portfolio, the Recreation and Culture Branch (RCB) and its Television and Entertainment Licensing Authority (TELA). At PELB, all senior posts except Government Town Planner are held by Administrative Officers. At PD, its Director is an Administrative Officer who reigns over all the professional officers. AT RCB, most senior posts are also held by Administrative Officers, while in TELA, the Commissioner, Assistant Commissioner (who are both Administrative Officers) and the Senior Administrative Officer manage the Department and the Entertainment Standards Control Officer Grade. The overall result is a Government system in which critical, large-scale decisions are taken by generalists. The administrative cost of such a system can be high because it creates an almost unavoidable tension between the Administrative Officers with other civil servants,

especially the professionals, and also because it may not always be the most effective or appropriate way to make policy, given the increasing social and political complexity in Hong Kong during the transition period to 1997 and beyond.

However, apart from the obvious merits to the "all-round" development of the Administrative Officers, there are genuine grounds for the generalist-dominated system, especially taking into account of the political development of Hong Kong. Administrative Officers, apart from formulating policies, are also required to justify their policies to the public. To some degree, therefore, they perform the role of politicians as well as civil servants. They are therefore expected to be articulate and able to communicate ideas effectively and efficiently. The Administrative Officers should possess such abilities as set out in the Government's description of an Administrative Officer's work -

In view of Hong Kong's political circumstances, emphasis is placed upon the political and social judgement of the candidate. Administrative Officers must be able to perform well and command respect in a wide variety of jobs against the background of a vibrant community labouring under political constraints and with rapidly increasing social aspirations and changing priorities. They must have the intellectual capacity to isolate quickly the essential elements of an argument or problem so as to reach a reasoned decision or recommendation. They should also have an ability to deal effectively with other people at all levels. (8)

With these qualities, the Administrative Officers should have a better feel about the political pulse in Hong Kong in the formulation of policy and they should be articulate enough to justify their policies to the public. The specialists may possess professional knowledge but they might not have the necessary political sense and might not be sufficiently articulate or equipped to effectively put the Government message across to the public. In short, the typical work of an Administrative Officer involves constant power conflicts and politics, especially in their dealing with the public and unofficials in the process of public administration and such duties could not be taken up by specialists, who, by the nature of their profession, tend to confine their concentration in restricted areas.

In fact, most of the Administrative Officers surveyed considered that Administrative Officers should remain as generalists though some degree of streaming or specialisation would be useful to the future development of the Service.

Structure and career pattern

The structure of the Administrative Service is divided into seven ranks, namely,

- (a) Secretary, Government Secretariat
- (b) Administrative Officer Staff Grade A (AOSG/A)
- (c) Administrative Officer Staff Grade B1 (AOSG/B1)
- (d) Administrative Officer Staff Grade B (AOSG/B)
- (e) Administrative Officer Staff Grade C (AOSG/C)
- (f) Senior Administrative Officer (SAO)
- (g) Administrative Officer (AO)

Note : (a)-(e) belong to the Directorate level.

Newly recruited Administrative Officers who have gone through a four-year probation period (including one year overseas course) successfully will be offered appointment on substantial term ie. becoming a part of the permanent and pensionable establishment. They subsequently experience vertical and horizontal career movement which is without parallel in the Government.

Vertical mobility entails progression from one rank of the administrative class to another. Horizontal mobility is more common than its vertical counterpart and it involves shifting from one post to another ie. normal posting which is not accompanied by a substantive promotion.

Table III shows the distribution of Administrative Officers at different ranks of the Grade in 1985-89. The bulk of Administrative Officers belong to the lowest rank. The number of SAO is comparatively small but SAO/AO together constitute over 50% of the total number of officers in the Service. While more than 40% of the officers belong to the Directorate level, over 25% are at the first rank ie. AOSG/C.

In terms of its hierarchical structure, the Grade does not resemble a single pyramid as in most organisations; rather it has the shape of two pyramids superimposed upon each other, with AO and AOSG/C as the two bases of the pyramids.

The place of an individual officer within the structure is largely determined by seniority and merits. Most fresh Administrative Officers join the Service in their early or mid-twenties. This represents the establishment stage of their career development life cycle. They may reach SAO rank in about seven years and it can take approximate three more years to become an AOSG/C ie. a member of the Directorate level. These promotions represent the general advancement stage of their career. Promotion to AOSG/B or above tends to be slower and is largely determined by merits. Accelerated promotion is not uncommon.

Obviously only a fraction of the officers ie. high-fliers, would reach the top of the hierarchy but most steady performers would reach AOSG/C level, which represents the maintenance stage of most Administrative Officers. Those who have reached their ability threshold would remain at the level which partly explains a bottleneck situation there and the level is often referred by some as the "terminal rank" as only a few high-fliers could emerge and proceed further.

Local Administrative Officers normally retire at the age of sixty, which is the general retirement age for the entire civil service. However, expatriate Administrative Officers will retire at the age of

fifty-seven, which is a conscious policy to speed up the localisation process.

In short, the promotion prospect of Administrative Officers is second to none in the Government even though most Administrative Officers surveyed considered that their prospect was only moderate, taking private sector situation into consideration. There is also no parallel as regards horizontal mobility which gives the Administrative Officers ample opportunities to develop an all-round ability. Most Administrative Officers surveyed agreed that this practice should go on.

Notes

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CHAPTER IV

PROBLEMS FACED BY THE ADMINISTRATIVE SERVICE

The Administrative Service, though comprising the elites within the Government, are not different from other sections of the Hong Kong community and are confronted with various problems. Many of these problems arose with the appearance of the 1997 problem and the transfer of sovereignty of Hong Kong back to China in 1997. Their existence exert pressure on the various aspects of the management of the Administrative Service. Such pressure could lead to changes in the role of the Administrative Officers, thereby affecting their future in the Government.

The changing culture of the Government during the transition period to 1997 would first be considered as the background leading to the various problems and then the following specific problems of the Administrative Service would be considered -

- (a) Uncertainty about the future;
- (b) Brain drain/wastage;
- (c) Development of the Representative Government;
- (d) Increasing contact with China.

Changing Culture of the Government

Prior to the appearance of the 1997 problem, the Government was able to act relatively autonomously, unconstrained by the attentions of the British or Chinese Government, or even by the demands of its own population. Political participation was very limited. Pressure groups were not popular and there were no elected elements in the Legislative Council. The Government appeared to be in control of its own destiny. After the signing of the Sino-British Joint Declaration on the future of Hong Kong in 1984 and the entering into the transition period to 1997, the situation was entirely different. There is the ever-increasing political importance of China and the Government is also faced with an increasing politicized and polarised society. The Government is therefore locked into an extremely delicate position. On the one hand, it has to preserve the territory's stability and prosperity in the midst of political uncertainty. On the other hand, public demands for democratization, coupled with China's vigilance, seem to prohibit an excessively assertive style of administration. (1) Against this background, there are changes in the culture of the Government, its previous paternalistic style will no longer meet present day situation -

- (a) the China dimension becomes an important factor in policy formulation;
- (b) the Government is committed to the development of an open and more representative government; and

- (c) the Government is committed to embark upon large scale projects to avoid the image of a caretaker government.

Uncertainty about the future

With the signing of the Sino-British Joint Declaration in 1984, the sovereignty of Hong Kong would be transferred back to China in 1997. It is stated in the Joint Declaration that -

"After the establishment of the Hong Kong Special Administrative Region (HKSAR), public servants previously serving in Hong Kong in all government departments, including the police department, and members of the judiciary may all remain in employment and continue their service with pay allowance, benefits and conditions of service no less favourable than before. The HKSAR Government shall pay to such persons who retire or complete their contracts, as well as to those who have retired before 1 July 1997, or to their dependents, all pensions, gratuities, allowances and benefits due to them on terms no less favourable than before, and irrespective of their nationality or place of residence.

The HKSAR Government may employ British and other foreign nationals previously serving in the public service in Hong Kong, and may recruit British and other foreign nationals holding permanent identity cards of the HKSAR to serve as public servants at all levels, except as heads of major government departments (corresponding to branches or departments at secretary level) including the police department, and as deputy heads of some of those departments. The HKSAR Government may also employ British and other foreign nationals as advisors to government departments and, where there is a need, may recruit qualified candidates from outside the HKSAR to professional and technical posts in government departments. The above shall be employed only in their individual capacities and, like other public servants, shall be responsible to the HKSAR Government.

The appointment and promotion of civil servants shall be on the basis of qualifications, experience and ability. Hong Kong's previous system of recruitment, employment, assessment, discipline, training and management for the public service shall, save for the provisions providing privileged treatment for foreign nationals be maintained." (2)

Despite the assurances in the Joint Declaration which have been enshrined in the Basic Law recently adopted by the National People's Congress of the PRC, there is uncertainty among the Administrative Officers, just as the general public in the community, about the future of Hong Kong after 1997 and the operation of the 'one country, two systems' concept and they are concerned about their future career of working for the HKSAR Government under the sovereignty of the PRC. There is also a general concern over the entire civil service for an insurance policy in the form of a British passport and better security for the pension system. Expatriate officers in the Service are also faced with dilemma and anxiety as they would no longer be possible to rise to the top hierarchy of the Government after 1997, irrespective of their merits. Article 101 of the Basic Law provides that only Chinese citizens who are permanent residents of the HKSAR and with no right of abode in any foreign country may fill the posts of Secretaries and heads of major departments (3). There is also frustration that they could be by-passed by their local counterparts, during the transition period to 1997 and beyond, just because of the restriction imposed by the Joint Declaration and the Basic Law. In fact, the process of localisation has been sped up since the signing of the Joint Declaration in late 1984. Table IV shows that less than 50% of the Directorate level Administrative Officers were local officers before 1986. This was increased to nearly 60% in 1989.

Despite the fear and anxiety about the unknown in the future, as the former Governor of Hong Kong, Sir Edward Youde, said in his policy address in October 1984, "Like other sectors of the community, the

members of the public service have had to contend with uncertainties about the future. However, they must not allow this to affect their performance, and efficiency should be maintained at a high level." (4)

Brain drain/wastage

In the history of its development, the Administrative Service seldom encounters problem in the recruitment or retention of Administrative Officers. The post is regarded as a premium job, to be competed among the most talented intellectuals. However, with the increasing prosperity of the Hong Kong economy, there is more competition between the public and the private sectors and the problem is further intensified when both sectors are affected by the brain drain problem, arising from the concern over the future of Hong Kong after 1997. Given the various limitations imposed on civil servants by Government regulations eg. restriction on outside job, investment, travel etc. and the inflexibility of Government remuneration package to respond to market changes, the Administrative Service could be confronted with problems in both recruiting and retaining its officers.

No sign has been observed to far, as shown in Table II, as regards any decline in the number of candidates applying for the Administrative Officer posts but there may be concern over the quality of the candidates recruited since those of top calibre may be attracted by the more lucrative remuneration package of the private sector and may no longer be interested in applying for civil service jobs. Table V shows the wastage rate of Administrative Officers from 1984 to 1989. There has

been a substantial increase in the number of officers resigning from the Service in 1988/89, especially from the junior rank, and there is an overall increasing trend in the number of officers leaving the Service from 1984 to 1989.

While no specific data have been collected on the problem of brain drain, given the obvious sensitivity of the issue, Tables VI and VII show the results of a survey conducted in 1985/86 to assess the intention to emigrate of a sample of middle-ranking and senior civil servants. (5). It was shown that there was a much higher propensity to wish to emigrate among those under the age of 35. Furthermore, there was a dramatic decline in the 1986 sample in the numbers of those who did not wish to emigrate. If this trend was sustained and if the respondents acted according to their stated intentions, the civil service could lose a significant proportion of its young executive and professional leadership before 1997. While the data were collected in 1985/86 and they were not specific to Administrative Officers, they gave rough indication of the general feeling in the civil service, which the Administrative Officers constitute an indispensable part.

Development of the Representative Government

With the development of a more open and representative government, the political role and decision making power of the Administrative Officers in shaping Government policies have gradually diminished. One obvious example is shown in the structure of the Legislative Council, which is the law-making body in Hong Kong. Before

the signing of the Sino-British Joint Declaration in 1984, the Legislative Council comprised entirely appointed unofficial members (62%) and official members (38%), who were mainly Administrative Officers ie. either Secretary at Government Secretariat or Head of Department. In 1985, with the development of representative government, unofficial members through indirect election were returned to the Council for the first time. The Council then comprised unofficial members appointed or indirectly elected which together accounted for 82% of the seats. Only ten official members remained and they held only 18% of the seats. The control was clearly in the hands of the unofficials and the situation remains as it is today. With the further development of a more representative government, the number of officials in the Legislative Council in 1991 will be further reduced to three only ie. the Chief Secretary, the Financial Secretary and the Attorney General. All other officials would only participate in the meeting of the Council in attendance on an ad-hoc basis. By 1997, there will be no official member in the Legislative Council as under the Sino-British Joint Declaration, the legislature of the HKSAR should be constituted by election ie. all its members should be returned by election in one form or the other and this has virtually ruled out the membership of any official member or Administrative Officer.

Another example is the development of executive/advisory body eg. the Hospital Authority, the Broadcasting Authority, the Transport Advisory Committee etc. These bodies, comprising mainly of unofficial members assisted by Government officials, gradually take over policy

formulation in specific areas from the policy secretary in the Government Secretariat. Policies formulated by the Administrative Officers would have to be endorsed/approved by these bodies before they could be submitted to the Executive Council, which is the ultimate policy making body in Hong Kong.

This greatly changes the role of the Administrative Officers and diminishes their power and hence affects their morale. While the democratic development in Hong Kong could not be impeded, there is no doubt that the Administrative Officers would have resistances both at individual level and at organizational level, through the operation of the Government as a whole, towards this role conflict with the unofficial members taking part in public policy formulation. Yet, they seem to have no alternative but to overcome these resistances themselves and to survive this change and the adaptation process has been and would be a painful one.

Increasing contact with China

With the signing of the Sino-British Joint Declaration in 1984, there is increasing contact between the Hong Kong Government and the Chinese Government directly through the Joint Liaison Group and the Land Commission set up under the Joint Declaration, the New China News Agency in Hong Kong and the various working groups on cross border affairs, economic developments etc. There is also increasing tendency for civil servants from Hong Kong to visit China or their Chinese counterparts to visit Hong Kong.

Administrative Officers play a significant role in all these contacts which are unprecedented in both scale and nature. Experience so far has indicated that the Administrative Officers may not be sufficiently equipped in terms of knowledge of China and the language ability of mastering mandarin to deal with their Chinese counterparts and secure the best interests for Hong Kong through these contacts.

All these problems exert pressure for changes in the management of Administrative Service. The pressure is mainly external, arising from the changes in Hong Kong in the transition period to 1997 and thereafter.

Notes

- (1) I Scott and J P Burns.

The Hong Kong Civil Service and Its Future.

First Edition. Oxford University Press 1988.

- (2) Sino-British Joint Declaration on the Future of Hong Kong.

- (3) The Basic Law of the Hong Kong Special Administrative Region of the People's Republic of China.

- (4) Governor's annual policy address, October 1984.

- (5) I Scott and J P Burns.

The Hong Kong Civil Service and Its Future.

First Edition. Oxford University Press 1988.

CHAPTER V

CONCLUSION

After studying the features of the Administrative Service and the problems currently faced by it, recommendations are now proposed for the further development of the Service and to enable it to stride ahead in the midst of political uncertainty.

However, before the recommendations are discussed, it is important to realise the various constraints, both political and practical, present so that the recommendations could be considered in their proper perspective. In the transition period to 1997, the China factor has become an increasingly important element in policy consideration. The Government is committed to the development of a more representative Government with a much greater degree of public participation. The activities of pressure groups have become more frantic and the Legislative Council has found its voice, with the introduction of elected element. To boost the confidence of the Hong Kong people and foreign investors, the Government has to embark upon large scale infrastructural projects which impose significant burden on the public resources. Under the above situation, various constraints are imposed on any recommendation for public policy formulation -

- (a) the China factor has to be seriously considered to ensure that any policy formulated would not be abortive after 1997;

- (b) resources would always be too limited to satisfy every demand and public resources would be particularly tight in the transition period when the Government has embarked upon the \$127 billion port and airport development project;
- (c) there is growing demand for more and better services to be provided by the Government but improvements in conditions of service for civil servants are constrained by the force of public opinion, which demands greater productivity at less cost;
- (d) Hong Kong is currently facing problems of inflation and economic stagnancy and growth of the public sector expenditure has to be restrained.

Against this background, recommendations are made to deal with the management of the Service and to equip the Service to face up the challenge for Hong Kong to remain as a prosperous international financial centre in the run-up to 1997 and beyond.

Recommendations for the Development of the Administrative Service

It is considered that there should be no fundamental change in the role of Administrative Officers in formulating and implementing policy. Most of the Administrative Officers surveyed still considered the job a challenging one and regarded themselves as elite civil

servants. Administrative Officers should continue to be recruited on the basis of their intellectual ability and analytical skills rather than the content of their studies. More should be done to enable the Administrative Officers to acquire management skills particularly in the areas of information technology and resource allocation etc. Administrative Officers should also be made aware of developments in the private enterprises through secondment to companies in the private sector. There should also be training in "strategic planning" so that Administrative Officers can engage in preactive and interactive planning in public policy formulation, which is required to permit prompt response of the Government to increasingly complicated and changing situations in the transition period to 1997 and beyond. Administrative officers should also be more au fait with developments in China. There should be training in China studies to increase the officers' knowledge and understanding of China and of how to work with the Chinese authorities. There should also be briefings on current topics within the specific portfolio of senior officers so as to keep junior Administrative Officers in touch with the latest development in Hong Kong.

The Administrative Officers should continue to be the key civil servants processing policy initiatives and steering policies through to implementation. Most Administrative Officers surveyed considered that policy secretary posts after 1997 should continue to be filled from the Administrative Service Grade. Administration Officers should also develop close working relationship with politicians through the provision of information, analysis and recommendations to facilitate the making of policies. They should learn to share power with the unofficials.

Moreover, Administrative Officers could only be equipped to deal with political change through on-the-job exposure to unofficials, perhaps in the first instance by servicing advisory bodies such as District Board. Administrative Officers should work with unofficials but at the same time should assume the role of arbitrator of interests to ensure that policies formulated would result in gains for the community at large and not just sector gain or an increase in an individual politician's popularity. Notwithstanding that the Administrative Officers would be exerting reducing legitimate power, it is envisaged that they would continue to exercise their expert power over the unofficials, through their specialised knowledge in public administration.

Revisions to terms and conditions of service of the Administrative Officers should make them broadly comparable to the private sector. While survey results have shown that job challenge remains as the most important factor for those who apply for or remain in Administrative Officer posts, good pay/benefit also constitutes a significant element for consideration. Promotion prospects of the Service should be safeguarded against the pressure to provide better advancement opportunities for officers of other grades in the civil service. The recent recommendation made by the Standing Commission on Civil Service Salaries and Conditions of Service to improve housing benefits for junior Administrative Officers is a step in the right direction in alleviating the recruitment/retention problem of the Service. As stated in its recent report, "the Administrative Officer grade is a keystone of the Government structure. The demand placed upon

the grade are expected to continue to increase as Hong Kong's constitutional and political framework evolves at an ever increasing pace. It is therefore important for the grade to be adequately staffed by persons of high intellectual qualities who are capable of shouldering the onerous responsibilities required of them. Having regard to the above considerations and to the rising trend of wastage among young officers, we recommend revising the pay structure of the Administrative grade which would provide a greater incentive for young officers to stay on and would enable them to become eligible for private tenancy allowance" (1)

While it is accepted that Administrative Officers should remain as generalists, some form of specialisation should be introduced through longer periods of postings in specific areas eg. finance, monetary affairs. The rapidly changing circumstances in this transition period of Hong Kong require both more original and more technical policy making and the Administrative Officers find themselves under considerable pressure. They are expected to absorb the technical information supplied by specialists and then to assess that against other departmental objectives and overall Government policy strategies. To address this situation, some form of "streaming" should be introduced whereby training should become more specialised in nature and should be directed at the post in which the officer is, or would be, placed. On return from training, the officers should remain in the posts, for which the training has prepared them, for a longer period. This would help to retain expertise and maintain continuity.

In terms of security, while the pension of the civil servants, including the Administrative Officers, could not be guaranteed through the establishment of a pension fund as the amount of money involved could be astronomical, the British Government recently promulgated the British Nationality (Hong Kong) Bill to grant British nationality to 50,000 Hong Kong heads of household. Under the scheme, a certain quota has been reserved for civil servants carrying out sensitive jobs. Given the important role of the Administrative Officers in the Government, it is considered that they should be well qualified to be included in the quota. It has been reported in the press that Administrative Officers with certain years of service would be qualified under the scheme. If the report was genuine, this could certainly help to allay some of the concern of the Administrative Officers. However, given the opposition made by the Chinese Government to the scheme recently that it would result in "British people ruling Hong Kong" after 1997, the confidence boost intended by the scheme would be greatly diluted and the future of any Chinese civil servants carrying British passport and being labelled as British working for the HKSAR would be in question. It should be the responsibility of the Hong Kong and British Government to convince the Chinese officials that the genuine objective of the scheme was to re-build confidence in Hong Kong and to stem the brain drain problem.

It was the best of times,
it was the worst of times,
it was the age of wisdom,
it was the age of foolishness,
it was the epoch of belief,
it was the epoch of incredulity,
it was the season of Light,
it was the season of Darkness,
it was the spring of hope,
it was the winter of despair,
we had everything before us,
we had nothing before us,
we were all going direct to Heaven,
we were all going direct the other way.

Charles Dickens,
A Tale of Two Cities

Hong Kong seems to be facing the situation described by Charles Dickens in his "A Tale of Two Cities". Hong Kong is a world famous international financial centre and one of the "four small dragons" in Asia. We have high standard of living and sound economic fundamentals. Our society is stable and law and order are well maintained. We seem to have everything before us but with the approach to 1997, everything of ours seems to be at stake. The same applies to the Administrative Officers who are considered as the keystone of the Government structure and the civil service and have a vital part to play in maintaining the stability and prosperity of Hong Kong in the transition period to 1997 and thereafter. It is sincerely hoped that the Administrative Service can continue to develop together with the future of Hong Kong.

The signing of the Sino-British Joint Declaration or the promulgation of the Basic Law itself would not guarantee the future of Hong Kong. The huge investment in infrastructural development alone would not see us through the challenges ahead. The development of a democratic system by itself would not ensure the stability and prosperity of Hong Kong. Still more important are our human resources and the qualities of leadership and it is in this area that the Administrative Officers will continue to have a vital part to play, not only as an effective and efficient provider of services to the community, but also as a source of stability within the community.

Notes

- (1) Hong Kong Standing Commission on Civil Service Salaries and Conditions of Service. Report No. 25.

The Number of Administrative Officers
and Civil Servants in HK

<u>Year</u>	<u>No. of AOs</u>	<u>Total No. of Civil Servants</u>	<u>No. of Administrative Officers as a Percentage of all Civil Servants</u>
1981	305	139,252	0.219
1982	383	154,034	0.249
1983	398	166,569	0.239
1984	383	170,051	0.225
1985	396	172,641	0.229
1986	401	174,946	0.229
1987	407	179,053	0.227
1988	424	182,843	0.232
1989	436	186,054	0.234

Source : Civil Service Branch, Government Secretariat

Table II

Successful and Unsuccessful Applicants
for AO Posts

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
Applicants (X1)	2313	2696	3443	3155	3251
Took written examination (X2)	1520	2024	2596	2470	2594
X2 as a % of X1	65.7%	75.0%	75.4%	78.3%	79.8%
Passed written examination (X3)	595	827	865	865	813
X3 as a % of X2	39.1%	40.9%	33.3%	35.0%	31.3%
Passed preliminary interview (X4)	59	65	76	72	101
X4 as a % of X3	9.9%	7.9%	8.8%	8.3%	12.4%
Passed final interview (X5) and recommended for appointment	18	28	35	31	29
X5 as a % of X4	30.5%	43.1%	46.1%	43.1%	28.7%
X5 as a % of X1	0.78%	1.03%	1.02%	0.98%	0.89%

Source : Civil Service Branch, Government Secretariat.

Working Strength and the Distribution
of Post of the Administrative Service

	<u>Oct 1985</u>	<u>Oct 1986</u>	<u>Oct 1987</u>	<u>Oct 1988</u>	<u>Oct 1989</u>
Secretary, Government Secretariat	13 (3.2%)	17 (4.1%)	13 (3.0%)	16 (3.6%)	13 (2.9%)
AOSG/A	14 (3.4%)	9 (2.2%)	7 (1.7%)	6 (1.4%)	6 (1.4%)
AOSG/B1	7 (1.7%)	12 (2.9%)	19 (4.4%)	10 (2.3%)	20 (4.5%)
AOSG/B	41 (10.0%)	39 (9.4%)	37 (8.6%)	37 (8.4%)	35 (7.9%)
AOSG/C	107 (26.1%)	113 (27.4%)	112 (26.1%)	128 (29.2%)	133 (30.0%)
SAO	55 (13.4%)	59 (14.3%)	72 (16.8%)	82 (18.7%)	82 (18.5%)
AO	173 (42.2%)	164 (39.7%)	169 (39.4%)	160 (36.4%)	154 (34.8%)
	-----	-----	-----	-----	-----
Total	410 (100%)	413 (100%)	429 (100%)	439 (100%)	443 (100%)

Source : Civil Service Branch, Government Secretariat

Proportion of Local and Expatriate Officers in
the Directorate Level of the Administrative Service

	<u>Oct 1985</u>		<u>Oct 1986</u>		<u>Oct 1987</u>		<u>Oct 1988</u>		<u>Oct 1989</u>	
	<u>L</u>	<u>E</u>	<u>L</u>	<u>E</u>	<u>L</u>	<u>E</u>	<u>L</u>	<u>E</u>	<u>L</u>	<u>E</u>
Secretary, Government Secretariat	3	11	4	15	3	11	5	11	5	10
AOSG/A	2	10	4	6	3	4	4	2	4	3
AOSG/B1	3	8	4	8	7	14	4	8	11	9
AOSG/B	20	19	20	21	23	16	23	14	20	16
AOSG/C	61	48	56	51	67	45	79	49	86	49
Sub-Total	89	96	88	101	103	90	115	84	126	87
Percentage	48.1%	51.9%	46.5%	53.5%	53.4%	46.6%	57.8%	42.2%	59.2%	40.8%
Total	185		189		193		199		213	

Note : L - local officers
E - expatriate officers

Source : Civil Service Branch, Government Secretariat

Wastage Rate of Administrative Officers

	<u>1984/85</u>	<u>1985/86</u>	<u>1986/87</u>	<u>1987/88</u>	<u>1988/89</u>
1. No. of officers retired at the age of 55 or above	1	3	7	9	7
2. No. of officers retired at the age below 55	1	6	2	2	1
3. No. of officers resigned	8	5	4	6	13
4. Others e.g. decreased or transferred to other grade	4	5	7	3	2
Total no. of officers leaving the service	<hr/> 14	<hr/> 19	<hr/> 20	<hr/> 20	<hr/> 23

Source : Civil Service Branch, Government Secretariat

Age and Intention to Emigrate of a Sample of Middle-ranking and Senior Civil Servants

Intention to Emigrate if the Legal Means Were Available (per cent in brackets)												
Age Range	1985					1986						
	Yes	No	Uncertain	Not Applicable ¹	Total	Yes	No	Uncertain	Emigrated ²	Studying Abroad ³	Not Applicable ³	Total
Under 30	7 (6.8)	5 (4.8)	5 (4.8)	0 (0.0)	17 (16.5)	9 (10.8)	2 (2.4)	7 (8.4)	0 (0.0)	0 (0.0)	0 (0.0)	18 (21.6)
31-35	9 (8.7)	17 (16.5)	10 (9.7)	4 (3.9)	40 (38.8)	11 (13.3)	3 (3.6)	7 (8.4)	4 (4.8)	1 (1.2)	1 (1.2)	27 (32.5)
36-40	11 (10.7)	13 (12.6)	4 (3.9)	2 (1.9)	30 (29.1)	6 (7.2)	13 (15.7)	5 (6.0)	0 (0.0)	0 (0.0)	2 (2.4)	26 (31.3)
41-45	2 (1.9)	3 (2.9)	0 (0.0)	3 (2.9)	8 (7.8)	2 (2.4)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	4 (4.8)	6 (7.2)
46-50	3 (2.9)	1 (1.0)	0 (0.0)	4 (3.9)	8 (7.8)	1 (1.2)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	3 (3.6)	4 (4.8)
51-55	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	1 (1.2)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	1 (1.2)	2 (2.4)
Total	32 (31.1)	39 (37.9)	19 (18.4)	13 (12.6)	103 ² (100.0)	30 (36.1)	18 (21.7)	19 (22.8)	4 (4.8)	1 (1.2)	11 (13.2)	83 (99.9)

Notes: 1. Holders of foreign passports.

2. The 1985 figures exclude one respondent who left the public sector for the private, one expatriate officer who was in the 55-60 age group and leaving, one local officer who was leaving last summer, and one local officer who did not respond to this question.

3. Four 1985 respondents emigrated between March 1985 and March 1986. One was studying abroad.

4. The question asked was, 'Would you emigrate from Hong Kong if you had the legal means to do so (i.e. a foreign passport)?'

Present Pay Level and Intention to Emigrate (in percentages), 1986

Pay Level	Intend to Emigrate if the Legal Means Are Available				Total
	Yes	No	Uncertain	Not Applicable ¹	
Point on Master Pay Scale					
20-31	6.4 (n=5)	3.8 (n=3)	7.7 (n=6)	0.0 (n=0)	17.9 (n=14)
32-37	7.7 (n=6)	1.3 (n=1)	5.1 (n=4)	1.3 (n=1)	15.4 (n=12)
38-45	10.2 (n=8)	7.7 (n=6)	6.4 (n=5)	0.0 (n=0)	24.3 (n=19)
46-48	2.6 (n=2)	0.0 (n=0)	2.6 (n=2)	0.0 (n=0)	5.1 (n=4)
49-51	5.1 (n=4)	7.7 (n=6)	2.6 (n=2)	5.1 (n=4)	20.5 (n=16)
Directorate Level	1.3 (n=1)	1.3 (n=1)	0.0 (n=0)	3.8 (n=3)	6.4 (n=5)
Disciplined Pay Scale					
15-33	2.6 (n=2)	1.3 (n=1)	0.0 (n=0)	1.3 (n=1)	5.1 (n=4)
34-37	2.6 (n=2)	0.0 (n=0)	0.0 (n=0)	2.6 (n=2)	5.1 (n=4)
Directorate Level	0.0 (n=0)	0.0 (n=0)	0.0 (n=0)	0.0 (n=0)	0.0 (n=0)

Notes: 1. Holder of foreign passport.

2. The question asked was, 'Would you emigrate from Hong Kong if you had the legal means to do so (i.e. a foreign passport)?'

3. The 1986 figures exclude four persons who have already emigrated and one person who is studying abroad.



THE CHINESE UNIVERSITY OF HONG KONG 香港中文大學

SHATIN · NT · HONG KONG · TEL.: 0-6952111 ·

TELEGRAM · SINOVERITY
TELEX · 50301 CUHK HX
FAX · (852) 0-6954234

香港新界沙田 · 電話：零 · 六九五二一一一

工商管理學院碩士課程
MBA Programmes
Faculty of Business Administration

0-6952783
3-7225808
(Town centre)

學生專題研究用箋
Student Research Projects

25 February 1990

Dear Colleague,

QUESTIONNAIRE SURVEY ON THE
ADMINISTRATIVE SERVICE

As part of my studies in the part-time Master of Business Administration Programme of the Chinese University of Hong Kong, I am conducting a questionnaire survey on the management of the Administrative Service in the Government with emphasis on the existing characteristic features and future development of the service.

The purpose of the study is to evaluate the management of the Administrative Service, to consider the sort of problems the service is confronted with in its development, with a view to identifying the changing role of the Administrative Officers in the future of Hong Kong and making recommendations to enable the service to map out the path for its way forward.

You are cordially invited to take part in the survey by completing the enclosed questionnaire. Data collected are used for analytical purpose only and therefore any information you provided (without giving your name) will be kept STRICTLY CONFIDENTIAL. Once the research is completed, the returned questionnaires will be destroyed immediately. Under no circumstances will your individual response be released to others.

Owing to the limited size of the population under study, your response is very important to the success of the research. I should therefore be most grateful if you would complete the questionnaire enclosed and return it to me by using the self-addressed envelope provided by 2 March 1990.

Thank you for your co-operation and for helping me making this a meaningful and useful study.

Yours faithfully,

SIU YU BUN, ALAN

Survey Questionnaire

1. What do you think is the most important reason as to why one joins the administrative service over other services in the Government or private sector employment?
 - (a) good promotion prospect
 - (b) good pay/benefits
 - (c) job challenge
 - (d) to promote the public interest
 - (e) other (please specify) _____

2. What do you think is the most important reason as to why an administrative officer would continue to remain in the administrative service?
 - (a) good promotion prospect
 - (b) good pay/benefits
 - (c) job challenge
 - (d) to promote the public interest
 - (e) other (please specify) _____

3. How do you perceive the public image of the administrative officers?
 - (a) ordinary civil servant
 - (b) elite civil servant
 - (c) elites of the community
 - (d) policy makers
 - (e) other (please specify) _____

4. How do you compare the recruitment exercise of the administrative officers with other recruitment exercise in both the public and private sectors?
 - (a) more difficult
 - (b) less difficult
 - (c) no opinion
 - (d) other (please specify) _____

5. Do you think the current recruitment exercise has satisfactorily achieved the purpose of recruiting candidates of suitable calibre to be appointed as administrative officers?
 - (a) yes
 - (b) no
 - (c) other (please specify) _____

6. What do you think is the major shortcoming of the current recruitment exercise?
- (a) lack of objectivity
 - (b) lack of performance opportunity for the candidate
 - (c) failure to address the abilities most required for administrative officers
 - (d) no
 - (e) other (please specify) _____
7. Do you think the current level of training offered by the Government to administrative officers is adequate?
- (a) yes
 - (b) no
 - (c) no opinion
8. If you think that the current level of training is inadequate, where do you think improvements can be made?
- (a) more language training
 - (b) more management training
 - (c) more financial training
 - (d) more training about China
 - (e) no opinion
 - (f) other (please specify) _____
9. Do you think the administrative development course in Oxford is useful to the work of the administrative officers?
- (a) yes
 - (b) no
 - (c) no opinion
 - (d) other (please specify) _____
10. Do you think that administrative officers should remain as generalists?
- (a) yes
 - (b) no
 - (c) other (please specify) _____
11. If administrative officers remain as generalists, would some degree of streaming or specialisation be useful to the functioning of the Administrative Service?
- (a) yes
 - (b) no
 - (c) other (please specify) _____

12. How do you rate the promotion aspect of the administrative officers?
- (a) fast
 - (b) moderate
 - (c) slow
 - (d) no opinion
 - (e) other (please specify) _____
13. Do you consider the constant horizontal mobility of administrative officer be necessary to the functioning of the Administrative Service?
- (a) yes
 - (b) no
 - (c) other (please specify) _____
14. Do you think that administrative officers should remain as policy secretaries after 1997?
- (a) yes
 - (b) no
 - (c) other (please specify) _____
15. Do you think the new pension scheme promotes better or less security for administrative officers?
- (a) better
 - (b) less
 - (c) no opinion
16. Do you think the current pace of localisation is appropriate?
- (a) it should be faster
 - (b) it should go slower
 - (c) it should remain the same
17. Do you consider the work of the administrative officer a challenging job?
- (a) yes
 - (b) no
 - (c) other (please specify) _____

----- End of Questionnaire. Thank you. -----

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HONG KONG GOVERNMENT VACANCIES

Appendix II

ADMINISTRATIVE OFFICERS

(\$15,225 - \$31,275 per month)

If you are looking for a fascinating job which is not only varied and challenging but also of real value to the community -

If you are a person of first-class ability, with intelligence, adaptability, ambition and a concern for Hong Kong -

Then apply to become an ADMINISTRATIVE OFFICER

Administrative Officers are concerned with the co-ordination and formulation of Government policies, with overseeing their implementation and with control of the resources involved. The typical role of an Administrative Officer in a policy branch of the Government Secretariat is to collate and analyse the various issues involved in a proposal requiring a policy decision, to relate these issues to political, economic and social conditions, and to recommend a course of action. Outside the Government Secretariat, a typical job for an Administrative Officer is as an Assistant District Officer in the City and New Territories Administration.

Qualification -

Candidates should:

- (a) have resided in Hong Kong for not less than seven years;
- (b) have a good honours degree (i.e. First or Second Class Honours Degree) from a Hong Kong or British university or equivalent, or a Master's Degree from a recognised institution;
- (c) be under 35 years of age; and
- (d) have working knowledge of English and Chinese including ability to speak fluent Cantonese.

(See Remarks (a) to (d) below.)

Pay -

HK\$15,225 - 31,275 per month. Incremental credit may be given for experience comparable to that of the Administrative Service.

Training -

Induction courses and departmental visits followed by on-the-job training. Locally educated officers will normally be sent on full pay for one academic year to the Oxford University.

Prospects -

Promotion prospects are good. Officers may reach the level of Head, Deputy Head and Assistant Head of Department and their equivalents in the Government Secretariat, with salaries up to HK\$76,250 per month.

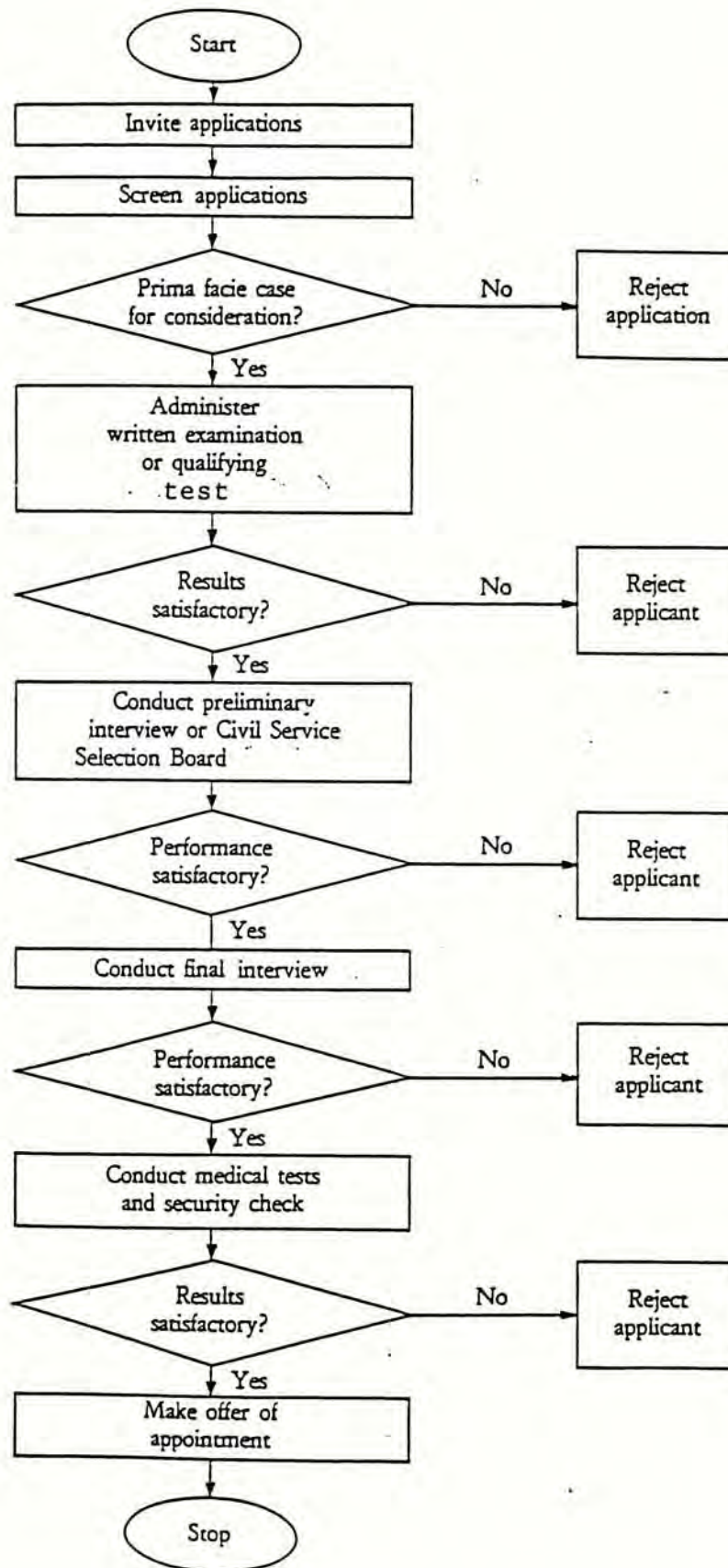
Remarks -

- (a) Holders of degrees other than those from Hong Kong or British universities may also apply, but copies of their transcripts of studies and degree diplomas from EACH institution MUST be attached to their applications. Otherwise, their applications will not be considered.
- (b) Undergraduates taking their final degree examinations in summer 1990 may apply now; if selected, appointment will be conditional upon their passing the degree examinations and obtaining the Honours Degree or Master's Degree stipulated.
- (c) Persons aged 35-45 with or without the stipulated academic qualifications may also apply if they possess at least five years' experience in a senior managerial position. They should attach to their applications a supplementary sheet stating their job descriptions, the name and nature of business of their employers, the number of subordinates and annual remuneration received. Applications without sufficient information will not be considered.
- (d) Fringe benefits include paid leave, medical and dental attention for officer and immediate family, housing assistance and other allowances. There are more refined rules governing the eligibility to these benefits.

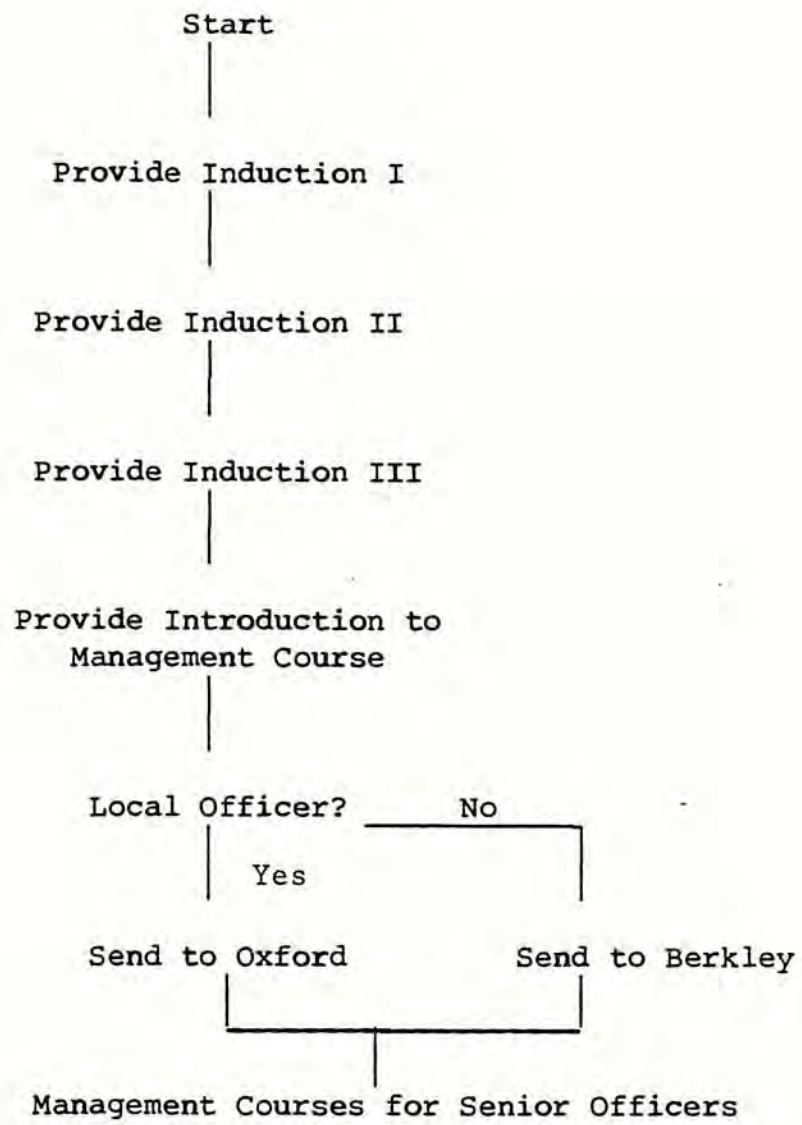
How to apply -

Please obtain an application form (G.F. 340) from any District Office of the City and New Territories Administration, any office of the Local Employment Service of the Labour Department, or the Personnel Registry of any Government Department. Completed application forms should reach the Secretary, Public Service Commission, Room 1004, Central Government Offices (West Wing), 10th Floor, 11 Ice House Street, Hong Kong, not later than 28 September 1989. Applications received after that date will not be considered. If application forms are sent by post, please mark on the top left hand corner of the envelope "CRE-AO". Qualified candidates will be notified in October 1989 to sit a written examination on 11 November 1989. For enquiries, please ring 5-8102266.

Flowchart for the Recruitment and Selection
Exercise of Administrative Officers



Training Flow-chart for
Administrative Officers



Induction Course for Newly
Recruited Administrative Officers

Induction Part I

Day I

- (a) Arrival and making acquaintance
- (b) Welcome and Introduction-briefing by the Secretary for civil service
- (c) Training and Career Development for administrative officers
- (d) The structure of Government and the Administrative Officer Grade
- (e) Working in the Civil Service-relationships with other grades

Day 2

- (a) Communication within Government
- (b) Committee work
- (c) Security within Government

Day 3

- (a) Briefing on representative government
- (b) Visit to the office of the Members of the Executive and Legislative Councils (OMELCO)
- (c) Visit to a District Office and briefing on work of an administrative officer in a district and of the work of the District Board.

Day 4

- (a) Briefing on the work of Finance Branch
- (b) Briefing on publicity and public relations in the context of policy making
- (c) Visit to Social Welfare Department and briefing on work of an administrative officer in a department
- (d) Video presentation-The Unorganized Manager

Day 5

- (a) Visit to the Housing Authority Headquarters
- (b) Visit to Lei Cheng UK Estate Office-briefing on redevelopment programme
- (c) Visit to Kam On Court, Home Ownership Scheme
- (d) Visit to the Independent Commission Against Corruption (ICAC) - briefing on work of ICAC and anti-corruption legislation. Slide show "Quiet Revolution"
- (e) Visit to Operations Department, ICAC. Identification Parade Room/Detention Centre
- (f) Visit to Report Centre, ICAC

Induction Part II

Day 1

- (a) Visit to Regional Council
- (b) Visit to Tsuen Wan Sam Tung UK Museum-Guangdong Carving Exhibition
- (c) Visit to Tuen Mun New Market-to understand how a market operates and how the cleansing service is carried out
- (d) Visit to Tuen Mun Town Hall and Tuen Mun Town Park

Day 2

Visit to New Territories/North East Development Office-briefing on new town development

Day 3

Visit to Border

- (a) Lo Wu Border Crossing Point
- (b) Man Kam To Police Post
- (c) Sha Tau Kok Village

Day 4

Visit to Civil Aviation Department

- (a) Briefing on HK Airport
- (b) Briefing on safety service and regulatory work of the Aviation Safety Division
- (c) Visit to the Air Traffic Services
- (d) Visit to the Telecommunications Unit
- (e) Tour of the Passenger Terminal Building to observe passenger and baggage handling facilities
- (f) Tour of the Airfield to observe apron operation

Day 5

Visit to Radio Television Hong Kong (RTHK)

- (a) Viewing of introductory video on RTHK
- (b) Briefing on the work of RTHK
- (c) Talk on "Face the Camera"
- (d) Exercise on "Face the Camera"
- (e) Playback of Exercise and Discussion

Day 6

Visit to Correctional Services Department.

- (a) Visit to Shamshuipo Closed Centre for Vietnamese Refugees
- (b) Visit to Tung Tau Correctional Institution
- (c) Visit to Stanley Prison

Induction Part III-Financial Market Structure

Day 1

- (a) Monetary and banking policy of Government
- (b) Visit to Citibank
- (c) Visit to HK Stock Exchange
- (d) Visit to The Chinese Gold and Silver Exchange Society

Day 2

- (a) Visit to Land Development Corporation
- (b) Visit to Jones, Lang and Wooton
- (c) Briefing by the Economic Services Branch, Government Secretariat
- (d) Visit to HK Telephone Co.

Day 3

- (a) Visit to China Resources Co.
- (b) Visit to Industry Department
- (c) Visit to Tai Po Industrial Estate

Day 4

- (a) Visit to Trade Department
- (b) Visit to the Tourist Association
- (c) Visit to HK Bank

Programme of the Oxford Course
European Study Tour 1989

Day 1

Visit to Hong Kong Government Office in Brussels. Briefing on HK trade and industrial relations with the European Economic Community.

Day 2

- (a) Visit to European Commission.
 - (i) an overview of the Commission and its external relation policies;
 - (ii) the European Community's internal market programme.
- (b) Visit to Counsellor UK Representation in the EEC. Briefing on the work of the European institutions ie how the European Council, the Commission and the Parliament function.

Day 3

- (a) Visit to British Embassy in Paris.
 - (i) analysis of the current political situation in France;
 - (ii) the organisation and work of the British Embassy;
 - (iii) the French economy and French industrial policy.
- (b) Visit to Délégué du Médiateur (French Ombudsman)
- (c) Visit to French Civil Service College.

Day 4

- (a) Visit to the Assemblée Nationale & Palais Bourbon (French Parliament)
- (b) Visit to the Ministère des Départements et Territoires d'Outre Mer.

Day 5

- (a) Visit to Hong Kong Trade Development Council Office in Paris.
- (b) Visit to Paris Stock Exchange.

(c) Visit to OECD

- (i) work of OECD;
- (ii) economic prospects and inflation;
- (iii) the newly industrialised economies;
- (iv) meeting with UK Delegation to the OECD.

Day 6

No programme.

Day 7

No programme.

Day 8

- (a) Visit to Swiss Federal Parliament in Berne.
- (b) Visit to Swiss National Bank in Berne.

Day 9

No programme.

Day 10

- (a) Visit to Palais des Nations in Geneva.
- (b) Visit to the UN Department of Disarmament Affairs.
- (c) Visit to the UN Conference on Trade and Development.
- (d) Visit to the UN Centre for Human Rights.

Day 11

- (a) Visit to the International Telecommunication Union.
- (b) Visit to HK Economic Office in Geneva.

Day 12

- (a) Visit to the International Labour Organisation.
- (b) Visit to the General Agreement on Tariffs and Trade.
- (c) Visit to the Office of the UN High Commissioner for Refugees.

Day 13

No programme.

Day 14

- (a) Visit to the European Court of Justice in Luxembourg.
- (b) Visit to the European Investment Bank in Luxembourg.
- (c) Visit to the British Embassy in Luxembourg.

Day 15

- (a) Visit to the European Parliament in Luxembourg.
- (b) Visit to the Court of Justice, Luxembourg.

- End of Programme -

Management Course for Probationary
Administrative Officers Organised by
the Senior Staff Course Centre

Day 1

- (a) Welcome and Introduction
- (b) Introduction to Organization Theory
- (c) What is Management?
- (d) Leadership and leadership styles
- (e) Motivation

Day 2

- (a) Personal Effectiveness and Barriers to Personal Effectiveness
- (b) Understanding Self-Personal Style
- (c) Managing Self
- (d) Communications Style and Assertiveness
- (e) Motivation Skills

Day 3

- (a) Techniques of Oral Presentation
- (b) Practice on Oral Presentation
- (c) Public Policy - Analysis Models and Case Study

Day 4

- (a) Managing Performance of Individuals
- (b) Performance Appraisal
- (c) Staff Development

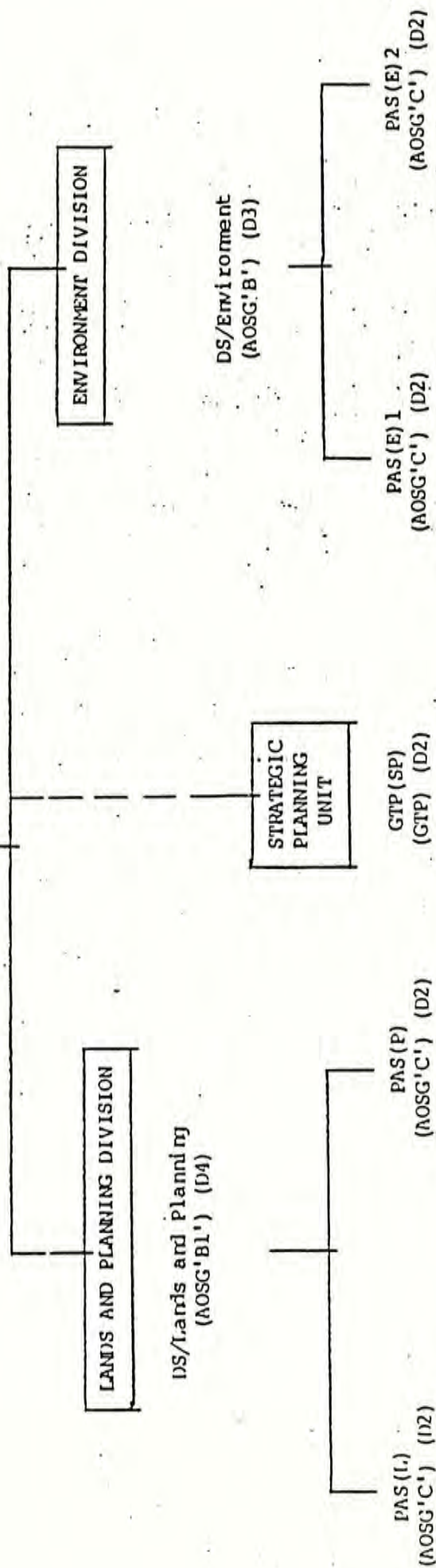
Day 5

- (a) Managing Performance of Groups
- (b) Managing Change
- (c) Managing Conflict
- (d) Action Planning/Evaluation

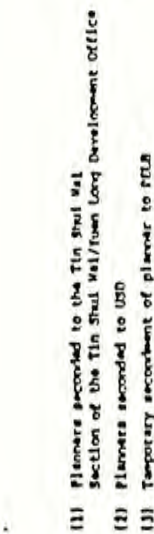
Source : Civil Service Branch, Government Secretariat

Organisation chart of the Planning, Environment and Lands Branch
(as at 1.9.09)

Secretary for Planning, Environment and Lands (SPHL)
(Secretary, Government Secretariat, D6)



Note : DS - Deputy Secretary
 PAS - Principal Assistant Secretary
 AOSG'B1' - Administrative Officer Staff Grade B1
 AOSGB - Administrative Officer Staff Grade B
 AOSGC - Administrative Officer Staff Grade C
 GTP(SP) - Government Town Planner (Strategic Planning)



1 denotes common services sections/units

- * denotes supermajority post
- + denotes new section to be set up on 1.4.80.
- 9 denotes new post to be created on 1.4.80
- denotes multi-disciplinary post

Principal Government Town Planner (03)

- Government Town Planner (D2)

- Chief Town Planner (D1)

- District Planning Officer (ranked at CTP level)

Organization of the Recreation and Culture Branch

Secretary for Recreation and Culture
(Secretary, Government Secretariat (D6))

Recreation and Culture Wing

Deputy Secretary
(Recreation and Culture)
(AOSG 'B1' (D6))

Culture
Division

Principal
Assistant
Secretary
(AOSG 'C' (D2))

Recreation
and Sports
Service Division

Principal
Assistant
Secretary
(AOSG 'C' (D2))

Task-force for
Provisional Sports
Development Board

Assistant Director
of Principal
Services (D2)*

Information Unit

Music Office

Music
Administrator
(AOSG 'C' (D2))

Broadcasting Division

Principal Assistant
Secretary
(AOSG 'C' (D2))*

Entertainment
Division

Principal
Assistant
Secretary
(AOSG 'C' (D2))

Administration
Division

Chief Executive
Officer

Special
Duties Team

Chief Executive
Officer

Broadcasting and Entertainment Wing

Deputy Secretary
(Broadcasting and Entertainment)
(AOSG 'B' (D3))

Proposed Organization Chart of the
Television & Entertainment Licensing Authority

Commissioner

Chief
Executive
Officer

Assistant
Commissioner

Senior
Administrative
Officer

Departmental Chinese Licensing Newspaper
Admin. Language Division Registration
Unit Unit Unit

Steno to
SAO and
SEO (B)

Broadcasting Division

TV Monitoring
& Research

Advertising & TV Panel

Broadcasting
Authority

Radio

CESCO (T)

CESCO (A)

CESCO (BA)

CESCO
(Radio)

SEO
(Broadcasting)

Film
Division

Cable
TV

CESCO
(Cable
TV)

2 CESCO
(BA)

CESCO
(TV Panel)

Panel of
ESCOs

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